

PROTECTION AND ADMINISTRATION OF FOREST  
RESERVES.

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L E T T E R

FROM

THE SECRETARY OF THE TREASURY,

TRANSMITTING

A COPY OF A COMMUNICATION FROM THE SECRETARY OF THE  
INTERIOR SUBMITTING AN ESTIMATE OF APPROPRIATION FOR  
PROTECTION AND ADMINISTRATION OF FOREST RESERVES.

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JANUARY 10, 1902.—Referred to the Committee on Appropriations and ordered to be  
printed.

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TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
*Washington, January 9, 1902.*

SIR: I have the honor to transmit herewith, for the consideration of  
Congress, copy of a communication from the Secretary of the Interior,  
of the 8th instant, submitting an estimate of appropriation in the ad-  
ditional amount of \$200,000 for protection and administration of the  
forest reserves for the fiscal year ending June 30, 1903.

Respectfully,

L. J. GAGE, *Secretary.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

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DEPARTMENT OF THE INTERIOR,  
*Washington, January 8, 1902.*

SIR: I have the honor to submit herewith a communication from  
the Commissioner of the General Land Office, inclosing a supplemental  
estimate for \$200,000 for the protection and administration of the  
forest reserves for the fiscal year ending June 30, 1903. This esti-  
mate is additional to the one submitted in the regular estimates for  
the above fiscal year, wherein the sum of \$300,000 was recommended.  
The letter of the Commissioner of the General Land Office fully sets

forth the necessity for this increased appropriation, and the recommendations made therein by him meet with my cordial approval.

The estimate, therefore, is respectfully forwarded through your Department for the appropriate action of Congress.

Respectfully,

E. A. HITCHCOCK, *Secretary.*

The SECRETARY OF THE TREASURY.

DEPARTMENT OF THE INTERIOR,  
GENERAL LAND OFFICE,  
*Washington, D. C., December 21, 1901.*

#### ESTIMATES FOR APPROPRIATIONS.

SIR: Request is hereby made for an increase in the appropriations for the forest-reserve service for the fiscal year ending June 30, 1903, from \$300,000 to \$500,000.

Reasons for this request:

1. The appropriation has been insufficient during the past year, in spite of the most extraordinary economy. As proof of this economy, it may be mentioned that it was deemed necessary, for reasons of retrenchment—

(a) To leave the following-named reserves without any rangers during the winter months, in spite of the great danger from timber trespass and the pressing need, in several of them, of a force of men to attend to the timber business, and thus facilitate and expedite the business of the people of the particular district.

Reserves without rangers at present are:

|                                    | Acres.     |
|------------------------------------|------------|
| Olympic, in Washington.....        | 1,466,880  |
| Mount Rainier, in Washington ..... | 2,027,520  |
| Yellowstone, in Wyoming.....       | 1,239,040  |
| Cascade Range, in Oregon.....      | 4,588,800  |
| Stanislaus, in California.....     | 691,200    |
| Lake Tahoe, in California.....     | 136,335    |
| Big Horn, in Wyoming.....          | 1,147,840  |
| Total.....                         | 11,297,615 |

Thus fully a fourth of the entire area is left without supervision; and the number of rangers in other reserves is entirely inadequate.

(b) Special work, such as forest surveys, timber measuring and estimating, and scaling of cut timber, has had to be left in untrained hands, to the great detriment of the work.

(c) In addition, even in these cases, a force entirely insufficient had to get on as best it might. Thus the larger timber sales in the Black Hills Reserve received the attention of only a few rangers, so that the work of scaling several million feet of timber was done by one man. Where any ordinary firm would have had at least two experienced scalers, the reserve administration could spare but a single ranger, untrained in the work, who was required to do guard duty besides doing his scaling. In this way the business of large and costly mills was hindered—sometimes stopped—because this scaling did not keep pace with consumption. Similarly, applications for timber were

delayed, often for months, because the service lacked experienced men in sufficient numbers to attend to the cases as fast as they arose.

(d) Similar delays were imposed upon mining firms and others, in spite, often, of the most urgent necessity for the material, simply because the small salary afforded by the appropriation failed to bring men of proper training and experience into this service, and the reports and papers made out by the untrained men failed to furnish the information required for an intelligent disposition of the case.

(e) In the majority of cases the lack of a sufficient number of experienced men made it impossible to carry out the orders of the Department in a satisfactory manner—locating timber cuttings had to be left to the purchasers, the timber was left unmarked, was imperfectly measured, and, what is far worse, the cleaning up of slash was commonly neglected, owing to insufficient control.

2. Extra work in the future will require extra help, or else will involve still further delays and consequent hindrance to the consuming public. This extra work in the future has been decided upon by the Department, and consists of—

(a) The care of additional reserves; and

(b) A more perfect care of all reserves, particularly in the direction of permanent improvements and prompt, intelligent treatment of all classes of business, but particularly the cutting of timber.

Among permanent improvements may be mentioned:

1. Complete blocking out or surveying of all forest reserves. This work will be done by the forest force, beginning with those parts where the greatest amount of business demands most attention. So far nothing of this kind has been attempted.

2. Measuring or estimating of timber ahead of actual purchase, so that there need be no longer delay when applications are made therefor.

3. Opening of ways of communication. Though something of this kind has been done successfully in a few localities, and with indifferent results in others, the reserves, as a whole, are largely inaccessible areas, and all patrol work proportionately difficult and unsatisfactory.

Among the changes in the regular business, the Department has decided that no timber applications will be considered in the future where a proper location and satisfactory marking and measuring is not assured.

This alone, with the constantly increasing demand for timber in and about most of the reserves, will require at least one-fourth more men—men of experience in timber business—and will mean that these men are to be held not merely for a couple of months in summer, but are to work in winter as well as summer, since it is largely in the winter season that the timber business is carried on.

From this outline it will be apparent that an increase of at least \$200,000 is necessary to do the work now under way in a manner at all satisfactory to the people having dealings with the reserves and satisfactory to the interests of the reserves.

The following is an outline of the expenses incurred during the twelve months ending June 30, 1901:

|                                 |              |
|---------------------------------|--------------|
| Total cost.....                 | \$299,355.00 |
| Superintendents.....            | 27,794.43    |
| Supervisors.....                | 96,226.47    |
| Rangers.....                    | 169,023.00   |
| Inspector.....                  | 3,311.10     |
| Transportation (estimated)..... | 3,000.00     |

#### 4 PROTECTION AND ADMINISTRATION OF FOREST RESERVES.

##### *Total by months and quarters.*

|                |             |            |
|----------------|-------------|------------|
| July.....      | \$42,682.65 |            |
| August.....    | 45,369.82   |            |
| September..... | 40,654.26   | 128,706.73 |
| October.....   | 33,802.18   |            |
| November.....  | 19,590.45   |            |
| December.....  | 15,721.09   | 69,113.72  |
| January.....   | 14,861.28   |            |
| February.....  | 14,161.29   |            |
| March.....     | 14,476.49   | 43,499.06  |
| April.....     | 15,608.39   |            |
| May.....       | 17,200.38   |            |
| June.....      | 25,226.72   | 58,035.49  |
| Total.....     |             | 299,355.00 |

It will be observed that the expenses were apportioned in the past to the dangers from fire; that during the danger months—July, August, and September—about three times as much was expended as during the safer winter season, showing clearly, what was actually the case, that the money was practically all needed for mere patrol duty and principally for fire patrol.

The following is an estimate for the expenses for the coming year, the various items to vary more or less with circumstances:

|                               | Number. | Time employed. | Salary, with extra expenses. | Total.   |
|-------------------------------|---------|----------------|------------------------------|----------|
| Superintendents.....          | 7       | Entire year... | <sup>a</sup> \$3,500         | \$24,000 |
| Supervisors.....              | 40      | .....do.....   | <sup>a</sup> 2,500           | 100,000  |
| Inspectors.....               | 4       | .....do.....   | <sup>a</sup> 4,000           | 16,000   |
| Head rangers.....             | 30      | .....do.....   | <sup>a</sup> 1,500           | 45,000   |
| Rangers:                      |         |                |                              |          |
| Class I.....                  | 100     | 10 months..... | <sup>b</sup> 90              | 90,000   |
| Class II.....                 | 150     | 8 months.....  | <sup>b</sup> 75              | 90,000   |
| Class III.....                | 200     | 7 months.....  | <sup>b</sup> 60              | 84,000   |
| Scalers and extra help.....   |         | Variable.....  | ( <sup>c</sup> )             | 26,000   |
| Instruments and tools.....    |         |                |                              | 5,000    |
| Emergency fund for fires..... |         |                |                              | 20,000   |
| Total.....                    |         |                |                              | 500,000  |

<sup>a</sup> Per year.

<sup>b</sup> Per month.

<sup>c</sup> Variable.

It will be seen that even with this increased force it will be necessary and is intended to reduce the force of ordinary (II and III class) ranger or patrol service during the less dangerous seasons; but it is believed that with a body of better-paid men considerably more work will be accomplished, so that this reduction will be less dangerous than under present conditions.

The work of the superintendents will be made largely that of local inspectors, directing and inspecting the work of the reserves, not only of their particular States, as has heretofore been the case, but the work of all the reserves in a particular section, their movements to be directed at all times by the central office.

The number of supervisors and their salaries is practically the same as in the past. In their work the supervisors will act more independently than in the past. Their reports and all communications with



the central office will be direct, to remove the most common source of delay heretofore existing. They will grant the privileges so far dealt with by the superintendent.

The four inspectors are intended to be men of superior training in forestry work and will move wherever assigned to duty. The utter lack of competent inspection in the past has encouraged fraud and trespass, involving not only serious loss to the Government, but, what is worse, the most careless, wanton destruction of timber in localities where need for the material exists now and is constantly growing. Liberal appropriations will secure superior service.

The head rangers provided for in the above outline will act as technical assistants to the supervisors of the more important reserves, and will have charge, particularly, of all timber-cutting work. As assistants of the supervisors they will be free to move, entailing greater expenses, and thus calling for more pay, and they will have charge of men and material wherever assigned to duty, requiring, in addition to technical training, considerable executive ability.

The grading of rangers into three classes is intended to secure better work by prospect of promotion. The higher salary is in keeping with the recommendation of the honorable Secretary in his outline of the policy for reserves, and is based on the fact that rangers, in many localities, have been underpaid. Thus, for instance, a ranger in the Black Hills is expected to serve early and late, including Sundays, and he is also expected to keep at least one horse, and usually two horses, at \$60 per month; when, in the same localities, the mining companies pay over \$60 to any ordinary laborer, who has no further responsibilities nor horses to keep, has a fixed abode, and his Sundays free.

The rangers of Class I are intended to be men of superior knowledge and training, conversant at least with the ordinary methods of timber measurement and exploitation. Such men as timber estimators or "land lookers" commonly receive from \$3 to \$5 per day for their services, so that \$90 per month will be as small compensation as they are likely to accept. It is especially this class of men which is needed in the service, and the lack of this kind of assistance has been responsible for much delay and loss.

The Classes II and III are to contain the ordinary rangers. These men will do the patrol work of the reserves, and whenever the danger from fire and trespass does not require their entire attention they will assist the head rangers and rangers of Class I in timber surveys, blocking out cutting areas, measuring, marking out, and scaling of timber, and also in the laying out and construction of trails and kindred work. The separation into two classes, one at \$60 per month and one at \$75 per month, seems warranted on the ground that in some localities good service may be obtained at \$60, and also for the reason above stated, namely, that the prospect of a promotion will at all times tend to bring out better and more work in the better men.

To avoid inefficient measurement, as well as unnecessary and costly delay to the purchasers of timber, it is intended to employ competent timber scalers wherever necessary. These men will be employed temporarily and moved from place to place.

Similarly, extra help is frequently needed in locating and marking timber. To take rangers from their proper beats is frequently hazardous and usually more costly than the temporary employment of help for any particular case.

Instruments for surveying, measuring, and marking of timber have thus far been wanting in nearly all reserves. The funds thus far allowed have not warranted the purchase of tools beyond those required in the work of fighting fires, building trails, and similar labor. Without such apparatus satisfactory work is impossible.

The emergency fund of \$20,000 to be used in cases of fires is based on past experience. Though not nearly enough has been expended in this direction, the fire expenses of 1900-1901 amounted to \$27,696.

To the chief of the forestry division of this office is credit due for the foregoing observations. After careful consideration he recommends their approval. His special knowledge in forestry, his college training and field service commend his views to our careful study.

As shown by him, the increased appropriations are largely based upon an increase in the number of officials required, and also an increase in the salaries heretofore allowed the greater number of the forestry force. Among the new positions are 30 head rangers for the entire year, with a proposed salary of \$1,500 per annum each, or \$45,000 for all. Heretofore there has been but 1 inspector to inspect all the forestry reserves, while now it is proposed to increase this number to 4, with a salary and expenses of \$4,000 each, or \$16,000 for all. Of the 9 superintendents heretofore employed it is proposed to retain 7, with \$3,500 salary and expenses, or \$24,000 for all. As to supervisors, it is proposed that there shall be 40 for the entire year, with salary and expenses for each of \$2,500, or \$100,000 for all, as against 39 supervisors heretofore appointed, the larger number for only parts of the year.

Rangers at present receive \$60 per month, and it is proposed that 200 shall continue to receive this pay, while 100 rangers shall be increased from \$60 to \$90 per month, and 150 rangers be increased from \$60 to \$75 per month. For scalers and extra help \$26,000 is asked for, though their compensation and time must vary as conditions may require. The same may be said as to the fire emergency fund of \$20,000. It may be rare that this maximum will be required. Much of the proposed increase of appropriation will also go to permanent improvements as well as to routine work. While the increases alone in force and salaries are large, yet if the high standard in efficiency is to be secured, as recommended by the head of the forestry division of this office, the appropriations heretofore made by Congress will no longer suffice. Should, therefore, the recommendations herein of the chief meet your approval I would respectfully submit that there shall be asked of Congress a more liberal appropriation.

Very respectfully,

BINGER HERMANN, *Commissioner.*

The SECRETARY OF THE INTERIOR.

DEPARTMENT OF THE INTERIOR,

*December 30, 1901.*

Approved and returned to the Commissioner of the General Land Office with instructions to prepare and submit at the earliest practicable date appropriate estimates for the \$200,000 increase in the appropriation for forestry reserve service herein recommended.

Return this letter with the estimates.

E. A. HITCHCOCK, *Secretary.*

*Additional estimates of appropriations required for the service of the fiscal year ending June 30, 1903, by the General Land Office.*

INTERIOR DEPARTMENT.

PUBLIC LANDS SERVICE.

Protection of forest reserves:

Protection and administration of forest reserves: To meet the expenses of executing the provisions of the sundry civil act approved June 4, 1897 (30 Stat., 34), for the care and administration of the forest reserves, to meet the expenses of forest inspectors and assistants, superintendents, supervisors, surveyors, rangers, and for the employment of foresters and other emergency help in the prevention and extinguishment of forest fires, and for advertising dead and matured trees for sale within such reservations (acts June 4, 1897, vol. 30, p. 34, sec. 1; March 3, 1901, vol. 31, p. 1158, sec. 1) ..... \$200,000

Amount appropriated for the current fiscal year ending June 30, 1902. 300,000

*Provided*, That forestry agents, superintendents, and supervisors, and other persons employed under this appropriation shall be selected by the Secretary of the Interior wholly with reference to their fitness and without regard for their political affiliations, and allowed per diem, subject to such rules and regulations as he may prescribe, in lieu of subsistence, at a rate not exceeding \$3 per day each, and actual necessary expenses for transportation, including necessary sleeping-car fares: *Provided further*, That forest agents, superintendents, supervisors, and all other persons employed in connection with the administration and protection of forest reservations shall, in all ways that are practicable, aid in the enforcement of the laws of the State or Territory in which said forest reservation is situated in relation to the protection of fish and game.

NOTE.—This estimate is additional to the regular estimate of \$300,000 heretofore submitted, and is based upon the honorable Secretary's direction indorsed on office letter of December 21, 1901, herewith. The reorganization of the forestry service, which has been for sometime in contemplation, and which is described in said letter, is the result of a careful consideration of facts developed by experience thus far obtained in the administration of the forestry service. The exceeding importance of the objects to be attained and the public interest therein are believed to demand more adequate facilities and larger appropriation than have been heretofore employed. The services of every inspector, superintendent, supervisor, and ranger enumerated in my said accompanying letter of the 21st ultimo will be necessary to the successful conduct of the forest service on the lines now agreed upon as adequate and essential.

This additional estimate is needed chiefly to employ additional rangers for greater length of service during the year, no material increase being contemplated for salaries of individual employees, except in the case of rangers of Classes I and II.

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